



COMMUNITY DEVELOPMENT • 1140 Terex Road • Hudson, Ohio 44236 • (330) 342-1790

DATE: December 3, 2025
TO: Planning Commission
FROM: Nick Sugar, City Planner
Greg Hannan, Community Development Director
RE: LDC 2026 Updates – Density Discussion

This topic was introduced at the November 10, 2025 Planning Commission meeting. The Planning Commission provided brief comment and tabled to the December 8th meeting to have a more robust discussion.

Staff is tracking the considerations below. The Considerations #1-4 were identified in the previous November 10th staff report. Considerations #5 and #6 have been added at the request of the Planning Commission at the November 10th meeting.

Considerations:

1. District 2: District 2 currently has allowances for duplexes and single family attached housing types as Conditional uses. PC may wish to consider removing these use types from District 2 as the district is intended for large-lot single family residential as identified in the purpose statement of Section 1205.05 of the LDC and the Comprehensive Plan's Land Use plan.
2. District 5: District 5 encourages compact, walkable neighborhoods with a variety of housing types; however, staff notes the multi-family use type is permitted significantly more dwelling units per acre than the other residential types. PC may wish to consider reducing the multi-family net density allowance to align with the net density allowance for townhomes. Thereby reducing maximum net density allowance from 30 dwelling units per acre to 20 dwelling units per acre.
3. District 8 Overlay: The District 8 Senior Housing Overlay has allowances for the following, all as conditional uses.
 - Single family detached - four units per acre
 - Duplex – Four units per acre
 - Single family attached – six units per acre
 - Multi-Family – 12 units per acre

Of the 50 acres within the district, only 8 acres remain available for possible development with an anticipated developable area of 4 acres. PC may wish to confirm this remaining

acreage is still appropriate to remain D8 Overlay as it is somewhat disconnected from the rest of the overlay.

4. District 9: Within D9, the following is permitted as a use by right: *Dwelling units stacked above or mixed with offices or other commercial space*. The District 9 standards do not provide any additional use specific information related to density or other development standards. PC may wish to consider either removing the allowances for housing within D9 or to establish maximum density and development standards.
5. Alignment with the District 11 effort: The current proposal is for residential District 11 to align with the maximum density allowances for District 5. If any changes occur to District 5 in the future it would be appropriate to consider such for District 11.
6. Applying density limitations to large scale residential uses: These use categories can include:
 - Assisted living
 - Continuing care retirement community (CCRC)
 - Institutional residential for the handi-capped or elderly (for 9 or more people).

The uses are defined as follows:

- (26) *"Assisted living" shall mean residences for the elderly that provide rooms, meals, personal care, and supervision of self-administered medication. They may provide other services, such as recreational activities, financial services, and transportation.*
- (73) *"Continuing care retirement community" shall mean a residential and institutional complex containing dwelling units of any type permitted by this Code for independent living, and assisted living or institutional residential uses or both, with each dwelling or room occupied by not more than two residents at least one of whom is fifty-five years of age or older. Said complex shall have available on site: passive and active recreational facilities; common dining facilities; and provide primarily non-medical resident services to individuals in need of personal assistance essential for sustaining activities of daily living such as assistance or supervision in matters such as dressing, bathing, diet, financial management, transportation, evacuation of a residence in the case of an emergency, or administered medication.*
- (160) *"Institutional residential uses" shall mean residences for nine or more unrelated persons who are elderly or developmentally disabled and who may or may not require facilities and services including restorative care and treatment, nursing services, aid with daily living skills, meal service, regular or as-needed medical supervision, social care, or other services that are*

supportive, restorative, or preventive in nature. Institutional residential uses include, but are not limited to, long-term care facilities, nursing homes, group homes for nine or more clients, and intermediate care facilities. "Institutional residential uses" do not include assisted living facilities, group homes for eight or fewer clients, day care centers, or family day care homes.

Staff notes City Council is currently reviewing the zoning map and text amendment to limit these uses within District 2 and District 3. Council is scheduled to discuss at workshop on December 9th and hold a third reading on December 16, 2025. Under the proposed amendment, each use would be Conditional and would be required to meet the following special condition: *The use or building housing such use shall be located a maximum of one mile from the lot line of the City of Hudson Emergency Medical Services station.*

The following table depicts the resulting text amendment

<i>P = Permitted By Right C = Conditional</i> <i>*Size or Other Limits Apply—See Zone District Regulations, Chapter 1205</i>													
Zoning Districts													
Use Type	1	2	3	4	5	6	7	7ol	8	8ol	9	10	Special conditions
Residential													
Assisted Living		C	C	€	€	€			€	€			4,10,11,12,14, <u>35</u>
Institutional/Civic/Public Uses													
Continuing Care Retirement Community		<u>C</u>	C			€			€				4,10,11,12,14,22, <u>35</u>
Institutional residential for the handicapped or elderly (for 9 or more people)		<u>C</u>	C			€			€				4, <u>10,11,12</u> ,14,22, <u>35</u>

Based on current proposed text amendment, Assisted Living, CCRCs, and Institutional Residential uses would be confined to Districts 2 and 3. Density is stipulated as follows for these districts:

District 2: Maximum net density: one dwelling unit per two and one-half acres.

Staff Comment: This is the only blanket requirement for density to cover all residential uses in the district. This would be applicable to Assisted Living, as it is currently permitted in the district and classified as a residential use.

District 3: Maximum net density.

- A. Single-family detached and duplexes: two and one-half dwelling units per acre.
- B. Single-family attached: three dwelling units per acre.

Staff Comment: District 3 does not have density requirements for the currently permitted uses of Assisted Living, CCRCs, and Institutional Residential.

Staff has compiled the following list of facilities that could be classified as either Assisted Living, CCRCs, and Institutional Residential.

Name of Facility	Address	Zoning	Total Beds/Units	Size	Gross Density
Danbury of Hudson	125 Omni Lake Prkwy	D6	212 total (62 apts, 112 assisted living, 38 mem care)	16 acres	13 units /beds per acre
Heritage of Hudson	1212 Barlow Rd	D8	80 beds	9 acres	9 beds per acre
Hudson Community Living	35 S Oviatt	D3	16 units	4 acres	4 units per acre
Hudson Elms	563 W Streetsboro Str	D2	50 beds	12 acres	4 beds per acre
Hudson Grande	5400 Darrow Road	D8	132 beds	8 acres	17 beds per acre
Hudson Meadows	1275 Barlow Road	D8	130 units	11 acres	12 units per acre
Laurel Lake	200 Laurel Lake Dr	D3	425 total (225 apts, 66 villas, 59 assisted living, 75 skilled nursing)	144 acres	3 units/beds per acre
Redwood (Trails of Hudson)	Hudson Drive and Norton Rd	D8 ol	172 units	34 acres	5 units per acre

Staff notes difficulty in applying density calculations as many such facilities include beds vs. units. Some facilities have a mixture of beds and units. The following LDC definition of density specifically refers to dwelling units:

(86) "Density, net" shall mean the measure of dwelling units permitted per acre of land area contained in the development, excluding streets, easements, public open space, land under water, and certified wetlands and floodplains. Wetland and other sensitive area setbacks and private open space shall not be excluded in calculating net density. Unless otherwise indicated in this Code, any specified residential density shall be net density.

If only units were regulated, current conditions suggest a maximum density could be established at 4-5 units per acre in zoning districts 2 and 3.

Staff Recommendation: As applying density limitations to large-scale residential uses is a considerable effort, the Planning Commission may choose to advance the other considerations in this memo at this time and reserve large scale residential uses for a separate effort.

Considerations to advance could include:

- Request OHM Advisors provide recommendations and study how peer communities apply density to such uses
- Only regulating independent units and not beds
- Revising the definition of density, or adding a separate definition, to include beds. Beds may equal a certain fraction of a unit. For example, 1 unit = 10 beds.
- Making no changes and relying on the currently proposed zoning map and text amendment which would appreciably limit additional facilities going forward.